香港申訴專員公署
Office of The Ombudsman, Hong Kong

主動調查報告
Direct Investigation Report

閒置天橋和「斷橋」的問題
The Issue of Idle Flyovers and “Bridges to nowhere”

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Executive Summary
Direct Investigation Report

The Issue of Idle Flyovers and "Bridges to nowhere"

Introduction

The Government's various development plans are invariably coupled with proposals on land use and planning drawn up to match the needs of the local community and the economy, as well as people's daily needs. Such proposals include the building of new road networks or improving existing roads to cater for the traffic demands arising from new developments.

2. In constructing a flyover, the overall road network planning and implementation progress would be taken into consideration. Stub ends may be reserved on the flyover to facilitate future expansion of the road network and to mitigate the impact on traffic brought about by the expansion works. In addition, where a development project is implemented in stages, adjacent sections of flyovers or stub ends for future extension may also be built in advance to enable connection with a new road during the next stage of the project.

3. Generally speaking, with respect to road works (including the construction of flyovers), the Transport Department ("TD") would provide expert opinion on initial road alignments and impact on traffic, while works departments such as the Highways Department ("HyD") or the Civil Engineering and Development Department ("CEDD") are responsible for the technical aspect of the construction. Once a construction proposal is confirmed, the works departments would take charge of its detailed design and the management of the construction.

Our Findings

4. According to the information provided by TD, HyD and CEDD, there are currently 29 idle flyover sections or stub ends on 13 distributors/roads in different districts, and one of them was completed in as early as 1981. All of those road sections and stub ends have been left idle for over ten years, with some over 30 years. Details of those flyover sections and stub ends are at **Annex**. This would give an impression

that the Government has not taken proactive steps in planning and developing those road sections, resulting in those flyover sections and stub ends being under-utilised.

5. In sum, we consider that there are three areas for improvement in the Government's planning and implementation of road works (including the construction of flyover sections and stub ends), as follows.

(I) Establish a Mechanism to Regularly Review the Traffic Planning for All Idle Flyover Sections and Stub Ends

6. Adjacent road sections or stub ends are built in advance during road construction for traffic networks development in future. The Government departments in charge of the future road expansion should regularly review the planning and development of idle road sections or stub ends to avoid them being idle for a long time. Nevertheless, the Government currently has no mechanism to regularly review the status and development of those idle flyover sections or stub ends.

7. In the course of this investigation, we discover that some stub ends (numbers 11 to 13 in **Annex**) have been idle for over 30 years while the traffic in their respective localities (such as Stubbs Road and Tai Tam Road) has become very busy. The local residents should welcome the construction of alternative roads in the long run to relieve the traffic congestion. Yet, the relevant departments have not conducted any regular reviews to assess the planning for and latest status of those stub ends. It was not until this Office has initiated this direct investigation that TD stated its intention to commence a study to examine the necessity and time schedule for implementing the relevant road development. Regrettably, the opportune time to construct new roads from the stub ends might have now been missed because of the changes and developments that the areas surrounding them have undergone over the past several decades.

8. Our view is that the Government should regularly convene joint-departmental meetings to review in a timely manner the traffic planning for idle flyover sections or stub ends. If a plan for a certain flyover section or stub end is changed, the Government should promptly explore other feasible options lest it would miss the best time to put the road section concerned to optimal use. Where warranted, the department in-charge should consult the local District Council ("DC").

(II) Continue to Strengthen Communication with Local Stakeholders and Put Forward Improvement Proposals Early

9. The Government often receives views or objections from different stakeholders when implementing various road work projects. Take **Case 1** (in **Chapter 3** of the investigation report) as an example. As early as 2006, CEDD and TD had already gazetted the construction of Trunk Road T4 ("T4") in Sha Tin, and then repeatedly expounded the necessity of its construction to the Traffic and Transport Committee under the Sha Tin District Council. Nevertheless, the T4 project is yet to materialise in the face of strong objections from the residents. To date, the stub ends concerned are still idling.

10. Regarding the above case, we notice that residents' concerns mainly focused on the impacts of T4 on the scenery of the surrounding areas and property prices. The importance of the trunk road to local traffic just went unheeded. In fact, the public may be slower than the Government in recognising the need for developing traffic infrastructure, and probably would not face squarely the necessity for constructing new roads until traffic congestion occurs. If construction of a new road is delayed or even shelved due to the concerns and objections raised by some people, pending reconsideration when traffic congestion occurs, then the best time for its construction may have been missed. Traffic congestion in the district concerned would only prolong for decades or longer.

11. This Office considers that when launching new road works, the department in-charge should step up its lobbying efforts and explain to the residents and the DC concerned, emphasising in particular the importance of the proposed road(s) to local traffic as well as the consequences and impacts of delaying construction of the new road network. Besides, the department in-charge should respond specifically to the objections raised by the stakeholders and make recommendations and proposals for improvement or revision promptly in order to gain the support of the residents and the DC for constructing the new road network as soon as possible.

(III) Set up an Integrated Platform for Dissemination of Information on All Road Works

12. The numerous road work projects being carried out by the Government often take more than ten years to complete and their planning may undergo modifications for different reasons. However, there lacks an integrated platform for the public to easily

check such information as the planning, progress and current status of all proposed road works. When a road works is a joint-department endeavour, it is even more difficult for the public to know which department they should turn to for the latest information.

13. Traffic infrastructure is closely related to our daily life. To enhance transparency of information, the Government should consider setting up an integrated information platform to facilitate public enquiry of the latest information and status of the various major road works proposed for different districts, so that the public can better understand the planning and progress of the proposed road works, and provide their views via the platform. The Government should also publicise the platform upon its setting up.

14. We hope that the information platform can enhance public understanding of the Government's planning direction and policies in respect of major road works. In particular, members of the public can understand the infrastructure to be built in the areas surrounding a property development when they make property purchase decisions. This can also reduce the risk of disputes when the Government implements the relevant road works in the future.

Final Remarks

15. We are of the view that those idle flyover sections or stub ends do not pose any major problem *per se*. Yet, a stub end left idle for decades means that a road that has undergone years of planning is still awaiting construction, and the best time for its construction might simply have been missed, while residents in the vicinity will continue to endure traffic congestion every day. We hope this direct investigation can remind relevant government departments to look seriously again at those road planning that have been put aside for years, monitor their latest progress and expedite their implementation in order to ease the traffic congestion in the surrounding areas.

Recommendations

16. In the light of the above, The Ombudsman makes the following recommendations to CEDD, HyD and TD:

(1) convene joint-departmental meetings regularly to review the development status of all idle flyover sections or stub ends. Where warranted, the local DCs should be consulted;

(2) step up its lobbying efforts with the local residents and the DCs concerned, respond specifically to the objections raised by stakeholders (in particular for those projects with stronger objections), and make recommendations and proposals for improvement or revision promptly in a bid to gain public support for constructing the new road network; and

(3) set up an integrated information platform to facilitate public enquiry of information on the planning, progress and latest status of the proposed road works in various districts, and to publicise the platform.

Office of The Ombudsman
March 2020

1

INTRODUCTION

BACKGROUND

1.1 When implementing various development plans, the Government would draw up land use and planning proposals to meet the needs of the local community, the economy, as well as the livelihood of people. Such proposals include building new road networks or improving existing roads to cater for the traffic demand arising from new developments. The overall road network planning and implementation progress would be taken into consideration in constructing flyovers, and stub end(s) may be reserved on flyovers to facilitate future expansion of the road network and mitigate the impact on traffic brought about by the expansion works. In addition, where a development project is implemented in stages, adjacent sections of flyovers or stub ends may also be built in advance to enable connection with a new road during the next stage of the project.

1.2 Our preliminary inquiries, however, have found that a number of flyovers or stub ends built in advance have been left idle for years (some for over 30 years) without a development plan. That these "half-finished flyovers" and stub ends have been abandoned or left idle for decades has invited queries about whether precious road resources have been wasted, and whether such structures underline improper planning or maladministration by the relevant departments.

1.3 Against this background, The Ombudsman initiated a direct investigation against the Civil Engineering and Development Department ("CEDD"), the Highways Department ("HyD") and the Transport Department ("TD") on 30 July 2018, pursuant to section 7(1)(a)(ii) of The Ombudsman Ordinance, to examine whether the arrangements made by these departments with regard to the planning and building of flyover sections or stub ends are adequate, and to identify any room for improvement.

SCOPE OF INVESTIGATION

1.4 This direct investigation covers:

- whether the arrangements for planning, building and managing flyover sections or stub ends made by the relevant departments are adequate;
- the feasibility of putting idle flyovers or stub ends to other uses; and
- any room for improvement.

PROCESS OF INVESTIGATION

1.5 In the course of this direct investigation, this Office has:

- examined the departments' planning and management mechanism, as well as their procedures for reserving stub ends on flyovers;
- studied the local cases of idle flyovers and stub ends in order to understand the planning, current status and implementation progress of construction in each case; and
- conducted site visits.

1.6 On 7 November 2019, we issued the draft investigation report to CEDD, HyD and TD for comments. At their requests, our officers met with their representatives on 17 December 2019 and listened to their views. On 10 January 2020, we received their consolidated written replies. This final report, incorporating the Departments' comments as appropriate, was completed on 3 March 2020.

2

PLANNING AND MANAGEMENT OF FLYOVERS AND STUB ENDS

PLANNING AND DESIGN OF FLYOVERS

2.1 Hong Kong is a small city with a dense population and busy traffic. When examining how to implement a planned road network, the Government would consider the local development situation and conduct a comprehensive traffic assessment of the locality (including studies on the short-, medium- and long-term traffic demand during different periods) in order to implement the related road works (including construction of flyovers) on a need basis. The scale of the road works and arrangements for connection with the existing road network can then be determined and plans for supporting future development of the road network drawn up. The works department responsible for implementing the works projects would, during the planning stage, consult the relevant government departments regarding the assessments and proposals such that detailed design and implementation arrangements can be made.

2.2 Regarding the implementation of a works project, the relevant policy bureau must first establish the necessity of the project in a project definition statement to state the rationale for implementing the proposed project and scope of the works under the project. It should also commission a works department to prepare a technical feasibility statement. Upon approval of the latter statement by the Development Bureau, the project in question would be established and incorporated into the Capital Works Programme. Generally speaking, with respect to road works projects (including the construction of flyovers), TD would provide professional views on the initial road alignments and impact on traffic, and assist the relevant policy bureau in preparing the

project definition statement; while works departments such as HyD or CEDD are responsible for preparing the technical feasibility statement, and take charge of the detailed design and the management of the construction once a works project is established.

2.3 Before the construction of a proposed flyover commences, the works department would conduct consultations on the alignment, connecting roads and ancillary road facilities of the flyover in question, and gazette the construction works and the scope of the construction in accordance with the Roads (Works, Use and Compensation) Ordinance. Upon completion of the construction, consent from relevant departments (such as TD) would be sought before the flyover is open to public use.

BUILDING FLYOVER SECTIONS AND STUB ENDS IN ADVANCE

2.4 When planning a road network, the Government may, having considered the needs of local development and traffic planning, reserve stub ends on some flyovers so that new road works projects can be implemented in the future to extend the flyover if need be. In addition, to cater for the traffic demand of different time periods and mitigate the impact of the construction works on traffic, the works department would consult the relevant departments (e.g. TD) and consider implementing a flyover project in stages. At a certain stage of the construction, a stub end may be built and reserved to facilitate the next stage construction and lower the construction costs.

2.5 HyD explained that reserving stub ends during the planning stage of a flyover to cater for future road network development can avoid demolition or alterations of the main structure of the existing flyover during future extension of the elevated road, such that the impact on its vehicular traffic can be minimised and feasibility of constructing a new connecting flyover in the future ensured. HyD considered such advance planning a common practice in many overseas cities in constructing traffic infrastructure. Whether the Government would confirm the implementation of a new road works project to extend the original flyover depends on the needs of the relevant planning development. It is not up to HyD to decide.

2.6 Both CEDD and TD were of the view that reserving stub ends on flyovers can help mitigate the impact on traffic when flyover extension works commences in the future. Absence of pre-built stub ends would make things complicated for the next stage construction, resulting in longer construction time and higher construction costs. CEDD

added that reserving a stub end on a flyover essentially means building a section of another flyover in advance while the main flyover is being constructed. This would not impact significantly on the overall construction workload and costs.

2.7 Yet, TD stressed that when a works department submits a transportation infrastructure proposal, TD would scrutinise the related traffic assessment reports and data, as well as the traffic demand of different time periods. If advance construction of road sections or stub ends is entailed in the works project, the works department must also submit adequate information and data to support the need of such proposed construction. Without adequate justification, TD would not agree to the proposed road sections or stub ends.

MANAGEMENT AND MAINTENANCE OF FLYOVER SECTIONS AND STUB ENDS

2.8 TD indicated that upon completion of a road works (including pre-built flyover sections or stub ends), the road concerned would be handed over to TD for traffic and transportation management. It will be responsible for monitoring matters relating to the utilisation, vehicular flow and road safety, etc. Where necessary, it would, in collaboration with other relevant departments, design and implement partial road improvement works and traffic management measures to ensure efficient use of roads and enhance road safety.

2.9 Road repair and maintenance are usually the responsibilities of HyD. The Department would conduct regular inspections for the road surface and structure of flyovers (including pre-built stub ends). Regarding the bridge structure, HyD would arrange to conduct the following four types of inspections at different frequencies.

Type of examination	Scope of examination
Six-monthly inspection	Mainly visual inspection of the condition of the deck facilities, main structure and ancillary components of a flyover.
Biennial general inspection	A comprehensive check of the condition of the main structures and ancillary components of a flyover via close visual inspection. Detailed tests, such as those on concrete strength, are carried out as necessary.
Ten-yearly principal inspection	Principal inspections are carried out to check flyovers in use for over 30 years, including inspections on the hidden components of the bridge by removing the decorative cladding panels and covering materials. The principal inspection also covers certain detailed tests to assess the condition of the bridge.
Special inspection	Special inspection would be conducted for a bridge if particular problems are identified during inspections or it is found to have been affected by serious accidents such as fire or flooding, so as to ascertain the loading capacity and structural condition of the bridge.

2.10 In addition, road surface inspections of different frequencies would be arranged for different categories of flyovers[1]. Damaged road surface would be repaired by HyD in a timely manner. On top of the usual inspections, HyD would carry out detailed inspections for all types of roads every six months to gather data relating to road surface for planning comprehensive road repairs such as resurfacing works.

1 Expressways are inspected every day; trunk roads, once a week; other roads, once every one to three months.

CLEANSING AND ENFORCEMENT AT FLYOVER SECTIONS AND STUB ENDS

2.11 HyD indicated that matters relating to the environmental hygiene of flyovers, including daily cleansing, refuse disposal and related enforcement are taken up by relevant Government departments; while the daily cleansing of flyovers of expressways would be the responsibility of HyD's contractors. Irregularities reported or found on flyovers during daily inspections (such as illegal dumping of construction wastes, illegal occupation of land or issues relating to street sleepers) would be referred to the relevant enforcement department for follow-up action.

2.12 Records show that between 2015 and 2019, HyD received only three complaints alleging that construction wastes had been illegally dumped at the reserved stub end near Yen Chow Street on the West Kowloon Corridor. Upon receipt of the reports, HyD had arranged for its contractor to clear the wastes. The stub ends on other flyovers are generally in good condition.

2.13 HyD added that road signs and markings would be installed and made in the course of constructing flyovers to direct motorists to correctly use the sections that are already open. Besides, parapets like concrete barriers would be erected to enclose all reserved stub ends to prevent mistaken entry by vehicles or the public.

3

IDLE FLYOVERS OR STUB ENDS: OVERVIEW AND CASE STUDY

PROFILE OF IDLE FLYOVERS OR STUB ENDS

3.1 According to the information provided by TD, HyD and CEDD, there are currently 29 idle flyover sections or stub ends on 13 distributors/roads in different districts, and one of them was completed in as early as 1981. All of those road sections and stub ends have been left idle for over ten years, with some over 30 years. Details of those flyover sections and stub ends are at **Annex**.

3.2 As pointed out in **Chapter 2**, the flyover sections or stub ends in questions were marked for advance construction during the planning stage to cater for the needs of local development and facilitate future connection with new road networks under planning. While some of the road sections or stub ends are already included in development plans, a number of them still remain at the planning stage for various reasons, pending further and specific development schedules. They have, therefore, long been lying idle.

3.3 Having collated and studied information relating to the flyover sections and stub ends in question, we notice that the reasons behind the flyovers or stub ends being idle can be partially attributed to local objections to implementation of the works and changes in planning. The following three cases can illustrate the situation.

CASE STUDIES

Case 1: Stub ends to Trunk Road T4 ("T4") in Sha Tin

Background

3.4 As early as the late 1970s, the Government had planned the construction of Trunk Road T4 (T4) within the Sha Tin district, which links Tsing Sha Highway and Shing Mun Tunnel Road in the west and Sha Tin Road in the east, and serves as a connecting road between West Kowloon/Tsuen Wan and Ma On Shan/Sai Kung. Meanwhile, CEDD had reserved four stub ends on Sha Tin Road, Shing Mun Tunnel Road and Tsing Sha Highway while they were being constructed, such that they could be linked with the T4 under planning. **Table 1** gives the details of those four stub ends.

Table 1: Reserved stub ends to T4 in Sha Tin

Location of idle flyovers or stub ends	HyD structure number	Construction department/ agency	Year of completion (idle years)
Reserved stub end on Sha Tin Road near Tsang Tai Uk	7SE-C/R62	Territory Development Department ("TDD")[2]	1984 (36 years)
Reserved stub end on Shing Mun Tunnel Road near Scenery Court	N590	TDD[2]	1990 (30 years)
Reserved stub ends on Tsing Sha Highway (i.e. Trunk Road T3) in Sha Tin	N990 and N993	CEDD	2008 (12 years)

2 The Territory Development Department merged with the Civil Engineering Department to become CEDD in 2004.

3.5 The specific location and current status of the above stub ends are shown in **Figures 1 to 3** below.

Figure 1: Location of the stub ends to T4 in Sha Tin

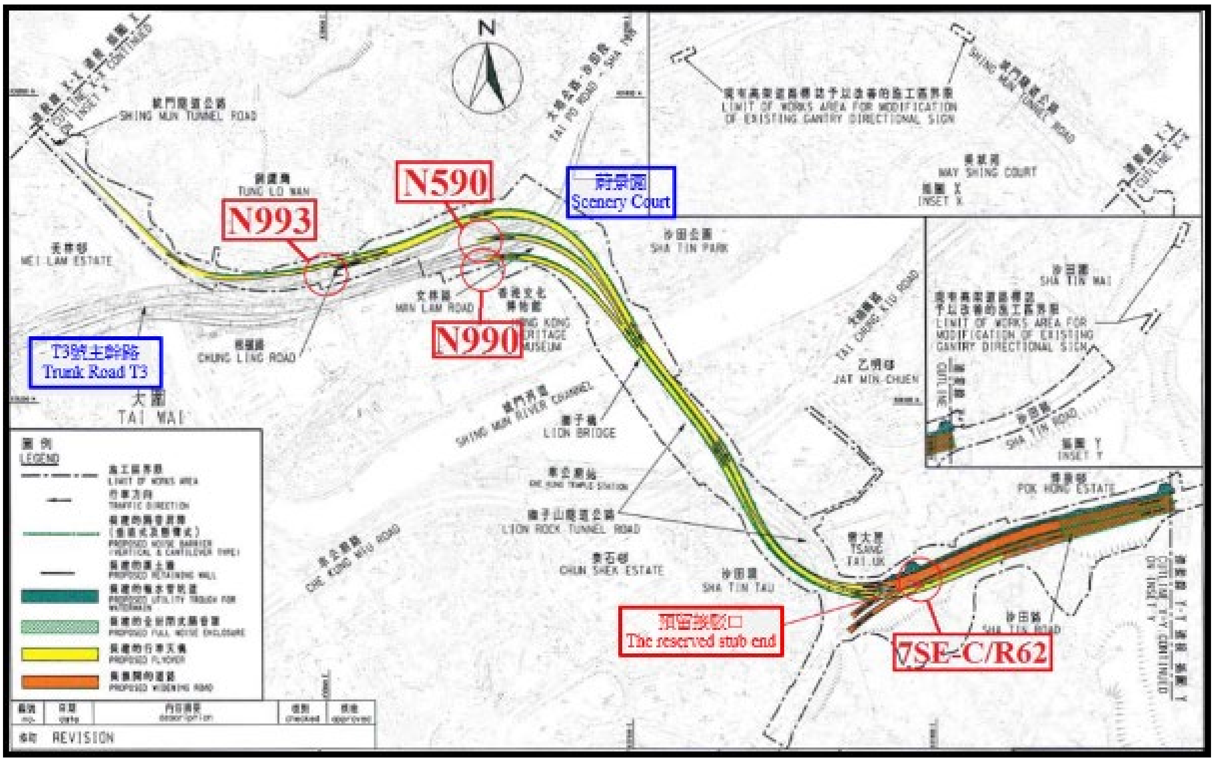

Figure 2: Current status of the stub ends to T4 in Sha Tin

Figure 3: Current status of the stub ends to T4 in Sha Tin

Works Planning and Course of Implementation

3.6 CEDD explained that Sha Tin Road, Shing Mun Tunnel Road and Tsing Sha Highway all form part of the traffic network under the Sha Tin New Town planning. These roads were planned and constructed with the expectation that they would become major roads in the district with very heavy traffic. Leaving the flyover connection works till the construction of T4 would result in serious and persistent traffic congestion, and add to the construction complexity and costs. In this light, the stub ends and the roads were built in tandem to minimise the impact brought about by the connection works with T4 in the future.

3.7 In October 2006, the T4 project was gazetted and CEDD received some 800 submissions of public views, most of which expressed concern over issues such as the necessity of the project, road alignment, land resumption, as well as impacts on the environment, property prices and *feng shui*. In May 2007, the Traffic and Transport Committee under the Sha Tin District Council ("Sha Tin TTC") passed a motion to ask the Government to shelve the project. In this connection, CEDD decided to re-assess the project, continue to conduct traffic reviews in the Sha Tin district and review the project schedule.

3.8 In late 2008 and mid-2010, TD conducted individual traffic assessments for Tai Po Road (Sha Tin section) and the major roads in the Sha Tin district, with results pointing yet again to the need of constructing T4. In March 2009 and February 2011, CEDD and TD respectively presented the assessment results to the Sha Tin TTC, which still saw no urgency to go ahead with the T4 construction project and suggested that the relevant departments conduct studies again and postpone related discussions.

3.9 CEDD stressed that it had been proactively pressing forward the T4 construction project. It also refuted allegations that the Government had missed the best time to construct T4 by approving the residential development near its proposed alignment, without mentioning the planning for T4 was already underway such that the project later met strong objections from residents. CEDD pointed out that markings indicating the alignment of T4 were already made in the relevant development plans submitted to the Buildings Department ("BD") by the developer of the residential project concerned in 2008. Clauses in the land lease of the residential development in question also mentioned the T4 under planning. In other words, the developer was already aware of the T4 project when it was planning for the residential development. Before granting approval to the residential project, BD had consulted CEDD. In view of the fact that the residential project did not affect the planning for T4, CEDD raised no objection at that time. As to whether the developer had mentioned the T4 project in the sales documents of its residential project, CEDD did not have relevant information.

<u>Latest development</u>

3.10 In the light of the difficulties encountered by the T4 project, CEDD had also examined other proposals for easing the traffic congestion on Tai Po Road (Sha Tin section) likely to occur in the future. Between 2011 and 2018, the Department had conducted the study on Widening of Tai Po Road (Sha Tin Section). It then commenced the road widening works in July 2018. In March 2016, CEDD conducted the Traffic Review on Major Roads in Sha Tin. In addition, it reassessed the need for T4 upon completion of the road widening works on Tai Po Road as well as explored enhancement options. The result again confirmed the need to construct T4.

3.11 In January 2018, CEDD reported at a Sha Tin TTC meeting the enhanced alignment of the T4 and the revised construction proposal (for instance, certain sections of the road would take the form of a tunnel). Having taken into account the local traffic condition, the Sha Tin TTC agreed to the revised T4 proposal and requested that works

be commenced as soon as possible. A works consultant was subsequently appointed by CEDD in June that year to carry out relevant investigation study.

Case 2: The Reserved Flyover Section at the Tsuen Tsing Interchange on Texaco Road

Background

3.12 In the 1980s, the Government conducted a study on Tsuen Wan's traffic and transport, and the assessment concluded that the then interchange (now the Tsuen Tsing Interchange) between Texaco Road and Tsuen Wan Bypass (now Tsuen Wan Road) would not be able to meet the future transport demand arising from the development of the Tsuen Wan New Town and the reclamation area. A three-stage improvement works plan was thus drawn up, which included Stage One – widening of the Texaco Road Flyover and the associated roads (completed in 1992); Stage Two – construction of the Tsuen Tsing Interchange (completed in 1995); and Stage Three – converting the Texaco Road Flyover on Castle Peak Road south (Tsuen Wan section) into a dual two-lane carriageway. Each stage of the improvement works is a stand-alone project established based on its own development needs.

3.13 CEDD pointed out that traffic at the Tsuen Tsing Interchange has always been busy. So, the former TDD (see **Note 2**) had built a 300-metre flyover section and a stub end (HyD structure number: N759) at the northeast end of Tsing Tsuen Road at the Tsuen Tsing Interchange in advance during Stage Two improvement works to facilitate linkage with a proposed south-bound flyover during Stage Three and minimise the resultant impact on traffic and construction costs. The flyover section had been handed over to TD for management and HyD for maintenance upon completion in 1995. The specific location and current status of that road section are shown in **Figures 4 and 5** below.

Figure 4: Location of the reserved flyover section at the Tsuen Tsing Interchange on Texaco Road

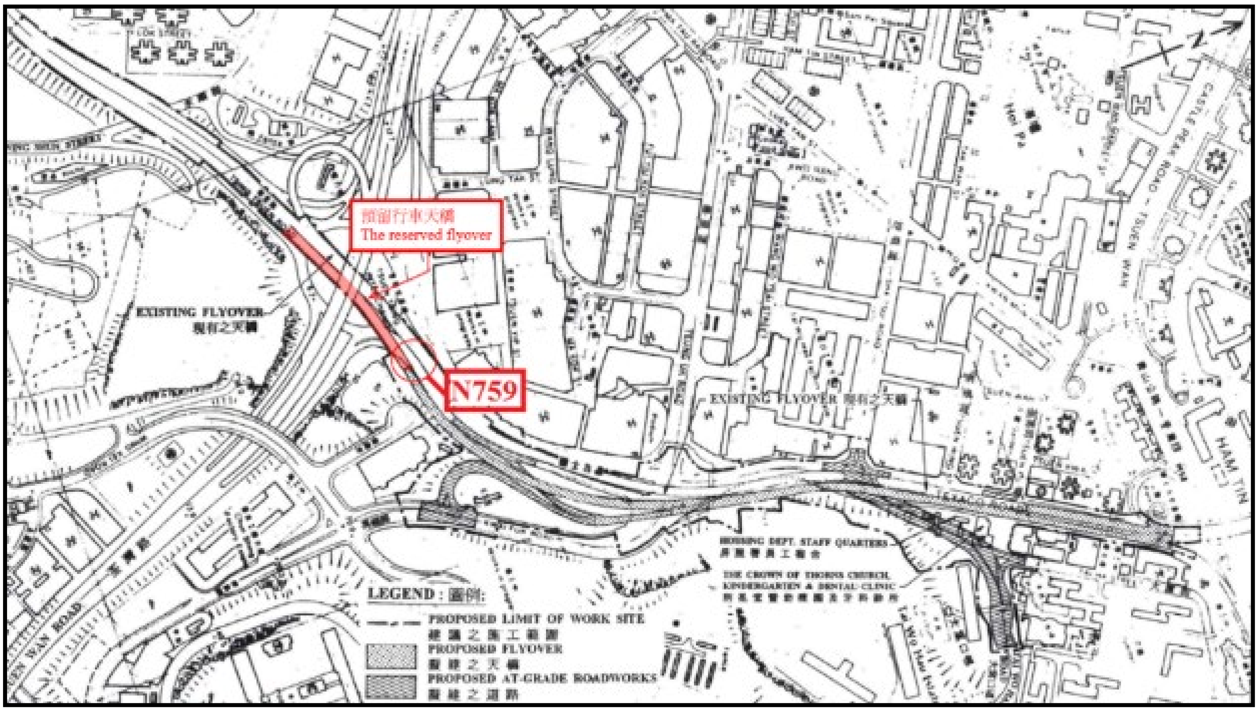

Figure 5: Current status of the reserved flyover section at the Tsuen Tsing Interchange on Texaco Road

Works Planning and Course of Implementation

3.14 In 1999, the former Transport Bureau, having reviewed the changes in traffic flow in the Tsuen Wan district, considered that heavy vehicles would be diverted to Route 9 upon its commissioning, so there would not be a drastic increase in traffic flow on the Texaco Flyover. It, therefore, decided to shelve the Stage Three improvement works. The decision was first reported to the Traffic and Transport Committee under the Kwai Tsing District Council ("Kwai Tsing TTC") by the former TDD and TD in June 2000, then to the Tsuen Wan District Council by the former TDD in November that year. Later on, the Tsuen Wan reclamation project was cancelled owing to the Protection of the Harbour Ordinance, resulting in a lower-than-expected growth in traffic flow in the district. In September 2002, Stage Three of the Texaco Road improvement works was deleted from the Public Works Programme.

3.15 Between 2010 and 2014, the Traffic and Transport Committee under the Tsuen Wan District Council ("Tsuen Wan TTC") and the Kwai Tsing TTC had separately requested the Government to consider widening the Texaco Road Flyover and linking that reserved flyover section to the ground level of Texaco Road in order to ease the traffic congestion of the Tsing Yi-bound traffic in Tsuen Wan and that at the Tsuen Tsing Interchange. However, TD had no plans to proceed with Stage Three of the Texaco Road improvement works as it deemed that the Texaco Road Flyover could still meet the traffic demand of the district.

3.16 In May 2016, the Tsuen Wan TTC again asked TD to complete the unfinished Texaco Road Flyover. TD's response was that since the new development projects in Tsuen Wan would soon complete, it would collect data on the latest traffic flow in the district and conduct an assessment. In July 2016, HyD also engaged a consultant to review the traffic situation of Tsuen Wan Road and the related junctions. The review indicated traffic congestion at the Tsuen Tsing Interchange in the coming years.

Latest development

3.17 In the fourth quarter of 2017, HyD consulted the Tsuen Wan District Council and the Kwai Tsing District Council on the traffic review and improvement plans in relation to Tsuen Wan Road and the related junctions. Some members of the District Councils requested that the reserved flyover section be linked to the ground level of Texaco Road to relieve the traffic at the Tsuen Tsing Interchange. TD then commissioned HyD to conduct study on the proposed connection works. Consequently,

HyD studied the above proposal alongside the Tsuen Wan Road widening works. Related investigative works already commenced in May 2019.

Case 3: The Stub end on the Che Kung Miu Road Flyover, Tai Wai

Background

3.18 According to the Sha Tin New Town planning, the Government expected to provide a flyover on Che Kung Miu Road which would cross over the roundabout at Che Kung Miu Road/Hung Mui Kuk Road to link with the Tsing Sha Highway, with a view to improving the traffic on that road section.

3.19 In 1997, HyD commenced the Route 8 project, with CEDD responsible for the construction works of the Sha Tin Heights Tunnel and the connecting road. During the construction process, CEDD reserved two stub ends at a section of the Che Kung Miu Road Flyover (*viz* the Tsing Sha Highway) just off Festival City (HyD structure numbers: S7B and S7D) to provide for future connection with the Che Kung Miu Road/Hung Mui Kuk Road Flyover under planning. Upon completion in 2008, those stub ends were handed over to TD and HyD for management and maintenance respectively. The specific location and current status of the stub ends are shown in **Figures 6 and 7** below.

Figure 6: Location of the stub ends on the Che Kung Miu Road Flyover, Tai Wai

Figure 7: Current status of the stub ends on the Che Kung Miu Road Flyover, Tai Wai

Works Planning and Course of Implementation

3.20 In May 2008, CEDD consulted the Sha Tin TCC on the Che Kung Miu Road/Hung Mui Kuk Road Flyover construction works. Having considered the issues relating to scenery and environment as well as the possible relief to traffic congestion at the Che Kung Miu Road roundabout upon commissioning of Route 8 and Trunk Road T3, the Sha Tin TCC proposed that the works be shelved temporarily pending re-assessment by CEDD.

3.21 In response to the Sha Tin TCC's proposal, CEDD re-assessed the traffic condition at the road section in question. The document submitted to the Committee in November 2008 revealed that traffic congestion would occur at the Che Kung Miu Road roundabout after 2016, implying a need for improvement works. Nevertheless, the Sha Tin TCC still expressed reservations about the construction of a flyover and instead proposed that CEDD take interim improvement measures to improve the traffic capacity at the roundabout.

3.22 In March 2016, CEDD commenced a traffic review of the major roads in Sha Tin and found that the Che Kung Miu Road roundabout had sufficient capacity to handle the current traffic volume. There was no need at the moment to build the flyover.

3.23 CEDD stated that it had, in 2009, received a notification from BD seeking its views on a building plan submitted by a private developer on a residential development in the vicinity of the road works. CEDD's opinion was that while the building plan did not have markings indicating the proposed flyover, the Sha Tin TCC had already objected to the works project. There was neither a definite proposal nor an implementation schedule for the project at that time, and the residential development will not affect the construction of the proposed flyover. CEDD, therefore, raised no objection then and did not ask BD to specifically notify the developer of the proposed construction plan of the flyover.

3.24 Nevertheless, CEDD stressed that the development plan of the works project, which included illustration of the proposed alignment of the elevated flyover, had been shown to the public in October 2007 in accordance with the Environmental Impact Assessment Ordinance. The Sha Tin TCC raised objections to the works project in May 2008, citing impacts on the environment and surrounding scenery as the main reasons. Since the building plan of the residential development in question was submitted to BD

for approval in 2009, CEDD opined that the Sha Tin TCC's objection to the works project was not related to the private residential development.

Latest development

3.25 In June 2018, CEDD commenced an investigation study on the revised T4 project. The Department will re-assess the traffic need of Che Kung Miu Road/Hung Mui Kuk Road Flyover in that study, for reviewing the implementation plan and time schedule of the relevant works.

FLYOVER SECTIONS OR STUB ENDS WITHOUT DEVELOPMENT PLANS

3.26 In addition to the three aforementioned cases, this Office also noticed that some flyover sections or stub ends are still waiting for specific planning details (see **Annex**). For instance, stub ends numbered 11 to 13 in the **Annex** were constructed over 30 years ago. Regarding these structures, TD did not retain any detailed background information of their construction due to the passage of time, but reckoned that they were built back then to enable future linkage with proposed roads. TD also pointed out that there are currently no plans to construct any road to link with those stub ends. Nevertheless, to demolish or modify those stub ends would incur extra public funds, and impact on nearby traffic during the process, and is, therefore, not advisable. In any event, TD already began a study in early 2019 to assess the necessity and time schedule to make use of stub ends numbered 11 and 12 to widen the roads in the area. As for stub end numbered 13, it is already incorporated into another strategic study of a proposed trunk road, pending follow-up actions.

FEASIBILITY OF PUTTING IDLE FLYOVER SECTIONS AND STUB ENDS TO OTHER USES

3.27 In respect of those idle flyover and stub ends without any specific development plans, we have asked the relevant departments whether they can be put to other uses.

3.28 TD replied that original land use and planning proposals are subject to amendments of varying extents with the implementation of various development

projects. Some reserved road sections, therefore, may have become incompatible with the new planning proposals and must be modified, cancelled or suspended for use temporarily. If it is confirmed that a revised planning would render a certain flyover section useless, the relevant department and TD would consider modifying or demolishing it.

3.29 TD added that those road sections or stub ends are located on elevated flyovers, well above the ground level and without any linkages to the pavement. This would limit the viability of putting them to other uses.

3.30 On the other hand, HyD indicated that it has been proactively studying the possibility of further beautifying the road environment by growing and conserving plants at reserved stub ends and the related road surface of flyovers built above expressways. The Department stressed that related proposals must properly factor in the actual traffic environment and road safety of expressways. At present, greening works is already underway at some stub ends, such as the reserved stub ends near Village Terrace on Stubbs Road (item number 11 in Annex).

4

OVERALL COMMENTS AND RECOMMENDATIONS

OVERALL COMMENTS

4.1 In the course of planning various development projects, the Government needs to take into account the development situation in the vicinity and build new road networks or improve existing roads to cater for the traffic demand generated by new developments. Phased construction of road networks is often necessary in order to match progress of development or actual needs. In this light, this Office agrees that it is necessary to pre-build or reserve stub ends when constructing flyovers or road sections to minimise the impacts on traffic and construction costs brought about by road network developments in the future.

4.2 Information provided by the relevant departments showed that a majority of the idle flyover sections or stub ends were pre-built and reserved in view of the development needs of different road construction projects (see **Annex**). We understand that road infrastructure cannot be developed and constructed overnight, and those idle road sections do not bring any apparent impact or problems to the traffic in their respective vicinity (see **paragraph 2.12**). Information also indicated that the relevant departments have been conducting regular maintenance, repairs and cleansing at those idle road sections (see **paragraph 2.9**). Nevertheless, all of those flyover sections or stub ends have been there for more than ten years, some even over 30 years, without ever being put to use or linked to other roads.

4.3 We all know that traffic congestion is a serious problem in Hong Kong. The original purpose of the Government in planning and reserving flyover sections and stub ends was to facilitate linkage with future road networks so as to meet the traffic demand generated by continual urban development. With the implementation of construction

plans of new roads in response to city development, the flyover sections or stub ends concerned should not have remained idle for a protracted period.

4.4 Regrettably, while daily commuters are suffering from traffic congestion, some pre-built flyover sections and stub ends have fallen into disuse or are still waiting for a specific development plan. The public would inevitably consider that the Government has not been earnest and proactive enough in planning and pressing ahead with the works projects at those road sections or stub ends, which then became under-utilised and simply could not help relieve traffic congestions.

4.5 In sum, we consider that there are three areas for improvement in the Government's planning and implementation of road works (including the construction of flyover sections and stub ends), as follows:

(I) Establish a Mechanism to Regularly Review the Traffic Planning for All Idle Flyover Sections or Stub ends

4.6 Adjacent sections of flyovers or stud ends are built in advance during road construction for traffic network development in future. The Government departments in charge of the future road expansion should regularly review the planning and development situation of idle road sections or stub ends to avoid them being idle for a long time. Nevertheless, the Government currently has no mechanism to regularly review their planning and the development of the surrounding areas and roads connecting them.

4.7 As mentioned in **paragraph 3.26** above, stub ends numbered 11 to 13 in **Annex** have been idle for over 30 years while the traffic in their respective localities (such as Stubbs Road and Tai Tam Road) has become very busy with heavy congestion. The local residents should welcome construction of alternative roads in the long run to relieve the traffic congestion. Yet, the relevant departments have not conducted any regular reviews to assess the planning for and latest status of those stub ends. It was not until this Office has initiated this direct investigation that TD stated its intention to commence a study in 2019 to examine the necessity and schedule for implementing the relevant road works.

4.8 In fact, over the past 30 years, there have been changes and developments of varying degrees in the environment surrounding the aforementioned stub ends. Government proposals now to plan or construct new roads at those locations would,

therefore, very likely be restricted by environmental factors of the surrounding areas. The department responsible for the expansion of road networks might have missed the opportune time to use the stub ends to develop new roads and may find no way out eventually. Hence, those stub ends have now become "bridges to nowhere" for good. This defeated the original purpose of reserving them, and resulted in a waste of the precious road and land resources as the land occupied by those flyover sections or stub ends can hardly be released and put to other uses.

4.9 Road infrastructure development often takes decades to implement and development planning may change due to a host of factors. This Office considers that the Government should regularly convene joint-departmental meetings to review in a timely manner (such as every three to five years) the traffic planning for idle flyover sections or stub ends. If a plan for a certain flyover section or stub end is changed, the Government should promptly explore other feasible options (e.g. modifying the alignment) lest it would miss the best time to put the road section to optimal use. Where warranted, the department in-charge should consult the local District Council ("DC") as soon as possible to gather ideas and engage the public in seeking ways to make best use of the idle road sections or stub ends.

(II) Continue to strengthen Communication with Local Stakeholders and Put Forward Improvement Proposals Early

4.10 The Government often receives views or objections from different stakeholders when implementing various road work projects, and **Case 1** in **Chapter 3** is an example. As early as 2006, CEDD and TD had already gazetted the construction of T4, and then repeatedly expounded the necessity of its construction to the Sha Tin TTC, and conducted traffic assessments for the district at different time periods in a bid to justify the construction (see **paragraphs 3.6 to 3.8**). Even though the relevant departments have been trying their best in accordance with the established mechanism to press ahead with the project, T4 project is yet to materialise in the face of strong objections from the residents. To date, the stub ends concerned are still being left idle.

4.11 Regarding the above case, we notice that the residents' concerns mainly focused on the impacts of T4 on the scenery of the surrounding areas and property prices. The importance of T4 to local traffic just went unheeded. In fact, the public may be slower than the Government in recognising the need for developing traffic infrastructure, and probably would not face squarely the necessity for constructing new roads until traffic congestion occurs. We must know that planning and construction of traffic

infrastructure take time. At stake is the interest of all local residents. If construction of a new road is delayed or even shelved due to the concerns and objections raised by some people, pending reconsideration when traffic congestion occurs, then the best time for its construction may have been missed. Traffic congestion in the district concerned would only prolong for decades or longer.

4.12 This Office considers that when launching new road works, the department in-charge should step up its lobbying efforts and explain to the residents and the District Council(s) concerned, emphasising in particular the importance of the proposed road(s) to local traffic as well as the consequences and impact of delaying construction of the new road network. Besides, the department in-charge should respond specifically to the objections raised by the stakeholders and make recommendations and proposals for improvement or revision promptly in order to gain the support of the residents and the District Council(s) for constructing the new road network as soon as possible. Take **Case 1** as an example, after CEDD had submitted the latest alignment and revised construction plan for T4 to the Sha Tin TCC in response to the concerns raised by local residents over its alignment and its impact on the scenery, the Sha Tin TCC eventually agreed to commence the project (see **paragraph 3.11**).

(III) Set up an Integrated Platform for Dissemination of Information on All Road Works

4.13 Traffic infrastructure is closely related to our daily life. It is important for the public to consider whether there are sufficient ancillary traffic facilities, or any future projects/planning for road expansion in the vicinity, before buying a property or choosing a home to live. The numerous road works projects being carried out by the Government often take years to complete and their planning may undergo modifications for different reasons. However, the Government has no integrated platform for the public to easily check information such as the planning, progress and current status of all proposed road works. When a road works is a joint-department endeavour, it is even more difficult for the public to know which department they should turn to for the latest information.

4.14 To enhance transparency of information, we opine that the Government should consider setting up an integrated information platform to facilitate public enquiry of the latest information and status of the various major road works proposed for different districts, so that the public can better understand the planning and progress of the proposed road works, and provide their views via the platform. The department in-

charge can then conduct studies or factor in their views at the early stage such that the planning can better meet the public's needs and expectations, and implementation of the projects be smoother in the future. The Government should also publicise the platform upon its setting up so that the public will learn of the service and can access the information when they need to.

4.15 We hope that the information platform can enhance public understanding of the Government's planning direction and policies in respect of major road works. In particular, members of the public can understand the infrastructure to be built in the areas surrounding a property development when they make property purchase decisions. This can also reduce the risk of disputes when the Government implements the relevant road works in the future.

4.16 Land use planning in Hong Kong are modified from time to time. This Office considers that in addition to providing information on road works projects on the integrated platform, the Government should consider requiring other Government departments (such as the Lands Department and the Planning Department) to upload to the platform information about the planning and specific use (e.g. proposals to build community facilities, schools or parks, etc.) of the land surrounding a road works project. In this way, the platform can act as a "one-stop" portal for the public to understand the comprehensive and overall planning of a new development district.

FINAL REMARKS

4.17 We are of the view that those idle flyover sections or stub ends do not pose any major problem per se. Yet, each stub end left idle for decades means that a road that has undergone years of planning is still awaiting construction, and the best time for its construction might simply have been missed, while residents in the vicinity continue to endure traffic congestion every day. We hope this direct investigation can remind relevant government departments to look seriously again at those road projects that have been put aside for years. We are glad to learn that for most idle flyover sections or stub ends, development plans are already drawn up or being reviewed by the relevant department. We consider that all departments in-charge should closely monitor their latest situation and expedite the progress of implementation with a view to easing traffic congestions in the surrounding areas.

RECOMMENDATIONS

4.18 In the light of the above, The Ombudsman makes the following recommendations to CEDD, HyD and TD:

(1) convene joint-departmental meetings regularly to review the development status of all idle flyover sections or stub ends. Where warranted, the local DCs should be consulted (see **paragraph 4.9**);

(2) step up its lobbying efforts with the local residents and the DCs concerned, respond specifically to the objections raised by stakeholders (in particular for those projects with stronger objections), and make recommendations and proposals for improvement or revision promptly in a bid to gain public support for constructing the new road network (see **paragraph 4.12**); and

(3) set up an integrated information platform to facilitate public enquiry of information on the planning, progress and latest status of the proposed road works in various districts, and to publicise the the platform (see **paragraph 4.14**).

ACKNOWLEDGEMENTS

4.19 The Ombudsman thanks CEDD, HyD and TD for their full cooperation during the course of this investigation.

Office of The Ombudsman
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March 2020

Annex

Profile of Idle Flyovers and "Bridges to nowhere" Provided by Transport Department ("TD"), Highways Department ("HyD") and Civil Engineering and Development Department ("CEDD")

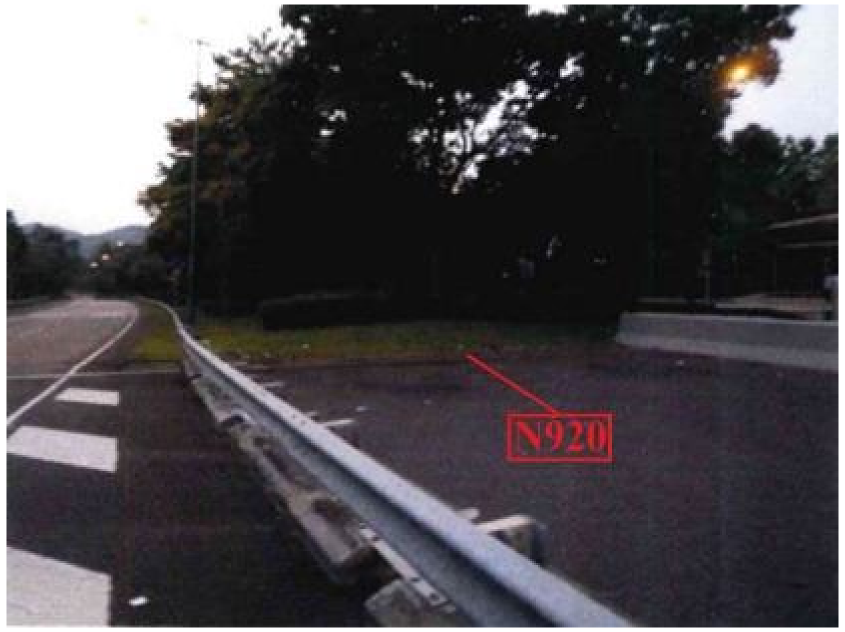
No.	Location of idle flyovers or stub ends	Construction department or organisation	Year of completion (idle years)	Background and plans for linking with future roads	Latest progress	On-site Photo
1	Idle flyover near Yen Chow Street on West Kowloon Corridor (HyD Structure No: K54)	Public Works Department ("PWD")[1]	Completed in 1988 Closed in 1998 (22 years)	● Opened to public use in 1988 upon completion. The Government subsequently changed the land development plan in the vicinity and built Fu Cheong Estate. The flyover was thus closed in 1998 but remains in-situ till today. ● Existing roads in the vicinity can cope with the traffic demands. TD is now liaising with HyD to demolish the slip road of the flyover in question so as to release the land for other uses.	Under Planning	
2a	Reserved stub end on Tsing Sha Highway in Sha Tin (*viz* Trunk Road T3) (HyD Structure No: N990, N993)	CEDD	2008 (12 years)	● As early as the late 1970s, the Government already made plans for constructing Trunk Road T4 ("T4") as part of the road network in the Sha Tin district. Those stub ends were reserved for linking with T4 in the future. ● In 2006, CEDD followed relevant legislative requirement to gazette the T4 construction project and received some 800 public views, mainly on the necessity and alignment of the road, and on its impact on the environment, scenery and *fung shui* of the surroundings as well as on property prices. In 2007, the Traffic and Transport Committee under the Sha Tin District Council ("Sha Tin TTC") motioned to shelve the project. The Government subsequently decided to revisit the T4 project. ● The Traffic Review on Major Roads in Sha Tin conducted by CEDD in 2016 found construction of T4 necessary. In 2018, CEDD made a report to the Sha Tin TTC on the enhanced T4 project and its implementation plan. The District Council agreed to the T4 construction. CEDD subsequently appointed a works consultant to conduct investigation study in June that year.	Investigation study in progress	
2b	Reserved stub end near Tsang Tai Uk on Sha Tin Road (HyD Structure No: 7SE-C/R62)	Territory Development Department ("TDD")[2]	1984 (36 years)		Investigation study in progress	
2c	Reserved stub end on Shing Mun Tunnel Road near Scenery Court (HyD Structure No: N590)	TDD (Note 2)	1990 (30 years)		Investigation study in progress	

1 The Public Works Department was split into several execution departments, including HyD, in 1982.
2 TDD merged with the Civil Engineering Department to become CEDD in 2004.

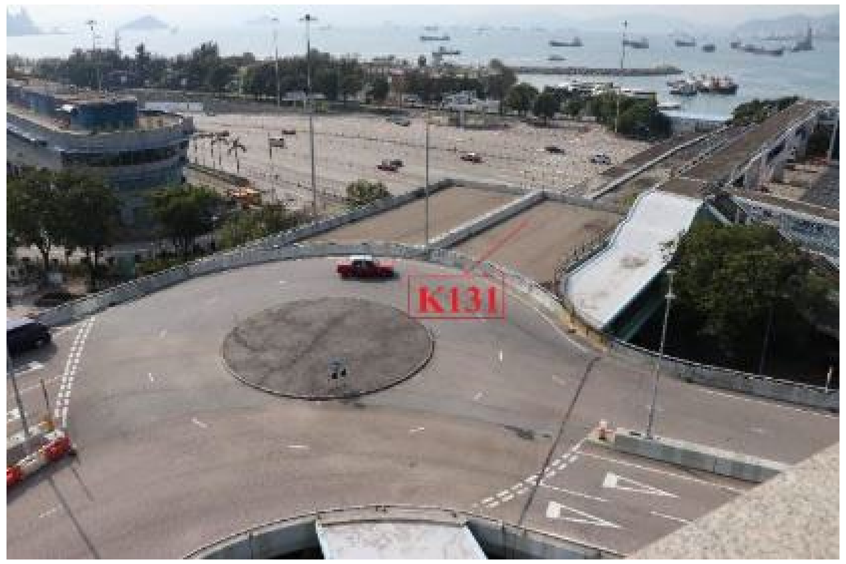
Profile of Idle Flyovers and "Bridges to nowhere" Provided by Transport Department ("TD"), Highways Department ("HyD") and Civil Engineering and Development Department ("CEDD")

No.	Location of idle flyovers or stub ends	Construction department or organisation	Year of completion (idle years)	Background and plans for linking with future roads	Latest progress	On-site Photo
3	The half-finished flyover at Tsuen Tsing Interchange on Texaco Road (HyD Structure No: N759)	TDD (Note 2)	1995 (25 years)	● In the 1980s, the Government drew up a three-stage improvement plan for the interchange at Texaco Road/Tsuen Wan Bypass to meet the traffic demands arising from the development of the Tsuen Wan New Town and the future reclamation area. Following completion of Stage One in 1992, the Government completed in 1995 Stage Two, during which the half-finished flyover in question and Tsuen Tsing Interchange were constructed. That half-finished section, about 300 metres long, was intended for linking with a proposed flyover and other roads during Stage Three. Each stage of the improvement plan is a stand-alone project, established based on its own development needs. ● Later on, the Tsuen Wan reclamation project was cancelled owing to the Protection of the Harbour Ordinance, resulting in a lower-than-expected growth in population and traffic flow in the district. The Government, therefore, considered there was no urgency to build new roads to link with the half-finished flyover in question. ● In July 2016, HyD engaged a consultant to review the traffic situation on Tsuen Wan Road and the related junctions. The review predicted traffic congestion at the Tsuen Tsing Interchange in the coming years. Then in the fourth quarter of 2017, HyD consulted the Tsuen Wan District Council and Kwai Tsing District Council on the traffic review and improvement plans of the Tsuen Wan Road and the related junctions. During the consultation, some members of the District Councils requested that the reserved flyover section be linked to the ground level of Texaco Road to relieve the traffic at Tsuen Tsing Interchange. TD then commissioned HyD to conduct study on the proposed connection works. Under the circumstance, HyD studied the above proposal alongside the Tsuen Wan Road widening works. Related investigative work already commenced in May 2019.	Investigation in progress	

Profile of Idle Flyovers and "Bridges to nowhere" Provided by Transport Department ("TD"), Highways Department ("HyD") and Civil Engineering and Development Department ("CEDD")

No.	Location of idle flyovers or stub ends	Construction department or organisation	Year of completion (idle years)	Background and plans for linking with future roads	Latest progress	On-site Photo
4a	Reserved stub end on Penny's Bay Highway (near North Lantau Highway) (HyD Structure No: T9C, T9D)	HyD	1997 (23 years)	● Two stub ends reserved for linking with the Road P1 Sunny Bay Section ("P1") under planning. ● To cater for the anticipated traffic demand around North Lantau, CEDD proposed the construction of Road P1, a completely new strategic road that runs parallel to North Lantau Highway. The Department planned to launch a study on Road P1 (Tai Ho - Sunny Bay) project, which included a study on the feasibility of linking these two connection points to Road P1 and North Lantau Highway. An application for funding would be submitted to the Legislative Council ("LegCo").	Plan already drawn up	
4b	Reserved stub end on Penny's Bay Highway (near Inspiration Lake) (HyD Structure No: N920)	HyD	2006 (14 years)	● The stub end was reserved for linking with the planned Tsing Yi- Lantau Link ("TYLL") . ● In April 2018, the LegCo Finance Committee granted the funding approval for the feasibility study on Route 11. HyD had commenced a feasibility study on Route 11, which also looks into the need of planning for TYLL and related road traffic options. The studies are expected to be completed in 2020.	Feasibility study underway	

Profile of Idle Flyovers and "Bridges to nowhere" Provided by Transport Department ("TD"), Highways Department ("HyD") and Civil Engineering and Development Department ("CEDD")

No.	Location of idle flyovers or stub ends	Construction department or organisation	Year of completion (idle years)	Background and plans for linking with future roads	Latest progress	On-site Photo
5	Stub end on Nga Cheung Road Flyover (near the toll booths of Western Harbour Crossing) (HyD Structure No: K131)	TDD (Note 2)	Around 1998 (22 years)	● Under the West Kowloon Reclamation project, the stub end was reserved for linking with the future flyover crossing over the toll booths of Western Harbour Crossing ("WHC"). ● The above proposed flyover crossing over the toll booths of WHC had already been included in the West Kowloon Cultural District ("WKCD") Development Plan, which was approved in accordance with the Town Planning Ordinance in 2013. With the gradual completion of the facilities at the WKCD, the Government would, depending on actual circumstances, determine further the timetable regarding the construction of a flyover leading to the stub end.	Plan already drawn up	
6	Stub end on the flyover at Yau Ma Tei Interchange (HyD Structure No: K103, K106)	HyD	Around 1998 (22 years)	● While constructing West Kowloon Highway and the related roads back then, the stub end was reserved for linking with the future Central Kowloon Route. ● HyD already commenced the construction of the Central Kowloon Route in December 2017. It is expected to be completed in 2025.	Under construction	

Profile of Idle Flyovers and "Bridges to nowhere" Provided by Transport Department ("TD"), Highways Department ("HyD") and Civil Engineering and Development Department ("CEDD")

No.	Location of idle flyovers or stub ends	Construction department or organisation	Year of completion (idle years)	Background and plans for linking with future roads	Latest progress	On-site Photo
7	Stub end on Shing Sai Road Flyover off Kwan Yick Building (HyD Structure No: H199)	The private enterprise which builds and operates WHC (currently under HyD maintenance)	1997 (23 years)	● The stub end was reserved for linking with the Kennedy Town-Aberdeen section of the original Route 7 (later renamed Route 4). ● Nevertheless, planning for Route 4 met arduous challenges in several aspects such as resolving the legal issues arising from reclamation, reaching a consensus on the alignment and overcoming technical difficulties. ● The Government is yet to draw up a specific timetable and plans for construction of the Kennedy Town-Aberdeen section of Route 4.	Pending planning	
8	Two stub ends off Festival City on Che Kung Miu Road Flyover, Tai Wai (HyD Structure No: S7B, S7D)	CEDD	2008 (12 years)	● The two side-by-side stub ends were reserved when Route 8 was under construction for linking with Che Kung Miu Road/Hung Mui Kuk Road Flyover and Tsing Sha Highway. ● However, when the Government consulted the Sha Tin TTC on the project in 2008, it was not supported due to issues such as surrounding scenery and environmental concerns. ● In June 2018, CEDD commenced the investigation study on the revised T4 project. The Department will re-assess the traffic need of Che Kung Miu Road/Hung Mui Kuk Road Flyover in that study, for reviewing the implementation plan and timetable of the relevant works.	Investigation study in progress	

Profile of Idle Flyovers and "Bridges to nowhere" Provided by Transport Department ("TD"), Highways Department ("HyD") and Civil Engineering and Development Department ("CEDD")

9	Several stub ends and an idle flyover on Kong Sham Western Highway (near Tsing Chuen Wai, Yick Yuen and Fuk Hang Tsuen) (HyD Structure No: N964, N965, N969, N970, N970A and N971)	HyD	2006 (14 years)	● The stub ends and flyovers were reserved for linking with the roads under the Hung Shui Kiu Development Area Project and Route 11 in the future. ● CEDD and the Planning Department completed in 2017 the planning and engineering study of the Hung Shui Kiu New Development Area, and suggested that a ground access be built beneath and along Kong Sham Western Highway Flyover. An elevated linking road would be built to link with the stub end of the Highway near Tsing Tsuen Wai and Yick Yuen (*viz.* N970, N970A and N971). CEDD would make planning and apply for funding in respect of the project. ● Besides, in April 2018, the LegCo Finance Committee passed a proposal to upgrade the feasibility study of the 870TH works project "Route 11 (North Lantau - Yuen Long)" to Category A in order to conduct a feasibility study on the works project and related site investigation work. HyD has begun the study.	Feasibility study underway	

Annex

Profile of Idle Flyovers and "Bridges to nowhere" Provided by Transport Department ("TD"), Highways Department ("HyD") and Civil Engineering and Development Department ("CEDD")

No.	Location of idle flyovers or stub ends	Construction department or organisation	Year of completion (idle years)	Background and plans for linking with future roads	Latest progress	On-site Photo
10	Two flyovers on Prince Edward Road East off Regal Oriental Hotel (HyD Structure No: K72, K73)	HyD	Completed in 1989 Closed in 2004 (16 years)	● The two flyovers originally served as a link between Prince Edward Road East and the passenger terminal of Kai Tak Airport. Following the closure of the Airport and the subsequent demolition of the terminal in 2004, the two flyovers became idle and were temporarily closed. ● The elevated part of the flyover on the east (i.e. K72) had been included into the Kai Tak Development - Stage 5A Infrastructure Works at the former north apron area, which already commenced in September 2016. The idle flyover will be reconnected to provide support to the future development of the road network in the Kai Tak Development Area. ● The reconnection works of the elevated part of the flyover on the west (i.e. K73) had been included into the Kai Tak Development - Stage 5B Infrastructure Works at the former north apron area. CEDD will apply to LegCo for funding regarding the construction works.	Plan already drawn up	
11	Stub end up Village Terrace on Stubbs Road (HyD Structure No: H119)	PWD (see Note 1)	1981 (39 years)	● According to the outline zoning plans and the outline development plan, a section of Stubbs Road near the stub end has been reserved for future road widening purpose. TD considers that the stub end has been reserved for linking with the widened road in the future. ● TD had commenced a study in early 2019 to examine the necessity of widening Stubbs Road and the implementation schedule.	Pending planning	

Profile of Idle Flyovers and "Bridges to nowhere" Provided by Transport Department ("TD"), Highways Department ("HyD") and Civil Engineering and Development Department ("CEDD")

No.	Location of idle flyovers or stub ends	Construction department or organisation	Year of completion (idle years)	Background and plans for linking with future roads	Latest progress	On-site Photo
12	Stub end outside Trafalgar Court on Tai Hang Road (HyD Structure No: H227)	Private developer (Currently under HyD maintenance)	1984 (36 years)	● According to the outline zoning plans and the outline development plan, a section of Tai Hang Road near the stub end has been reserved for future road widening purpose. TD considers that the stub end has been reserved for linking with the widened road in the future. ● TD had commenced a study in early 2019 to examine the necessity of widening Tai Hang Road and the implementation schedule.	Pending planning	
13	Stub end near Red Hill Plaza on Tai Tam Road (HyD Structure No: H168)	Private developer (Currently under HyD maintenance)	1983 (37 years)	TD included Trunk Road T81 (including the section of the stub end) into the "Strategic Studies on Railways and Major Roads beyond 2030" to examine the necessity of the project and the implementation schedule.	Pending planning	